1 2 3 4 5 6	HANSON BRIDGETT LLP KURT A. FRANKLIN, SBN 172715 kfranklin@hansonbridgett.com GYMMEL M. TREMBLY, SBN 327236 gtrembly@hansonbridgett.com 425 Market Street, 26th Floor San Francisco, California 94105 Telephone: (415) 777-3200 Facsimile: (415) 541-9366 Attorneys for Defendant ALAMEDA HEALTH SYSTEM	
7 8	UNITED STATES	S DISTRICT COURT
9	NORTHERN DISTRICT OF CALIF	FORNIA, SAN FRANCISCO DIVISION
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11	DISABILITY RIGHTS CALIFORNIA, a	Case No. 20-cv-05256 JCS
12	California nonprofit corporation,	DEFENDANT ALAMEDA HEALTH
13	Plaintiff,	SYSTEM'S NOTICE OF MOTION AND MOTION TO DISMISS PLAINTIFF'S
14	V.	COMPLAINT AND MOTION TO STRIKE; MEMORANDUM OF POINTS
15	COUNTY OF ALAMEDA; ALAMEDA COUNTY BEHAVIORAL HEALTH CARE	AND AUTHORITIES IN SUPPORT
16	SERVICES; and ALAMEDA HEALTH SYSTEM,	Judge: Hon. Joseph C. Spero
17	Defendants.	Date: November 20, 2020 Time: 9:30 a.m.
18		Ctrm.: $F - 15$ th Floor
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1			TABLE OF CONTENTS	
2			<u> </u>	age
3	NOTICE OF MOTION AND MOTION TO DISMISS1			
4	MEMO	ORANE	OUM OF POINTS AND AUTHORITIES	3
5	I.	INTRO	ODUCTION	3
6	II.	ISSUE	ES PRESENTED	5
7		A.	Does This Court Lack Subject Matter Jurisdiction To Hear DRC's Claims Against A Hospital When DRC's Concern Is Based On County-Provided Community-Based Programming That Does Not Yet Exist?	5
8 9 10 11		В.	Can An <i>Olmstead</i> -Based Discrimination Claim Under Title II Of The Americans With Disabilities Act, Section 504 Of The Rehabilitation Act, And Government Code Section 11135, Be Raised Against A Hospital That Provides Emergency Psychiatric Care And Has No Means To Provide Community-Based Programming?	5
12	III.	PROC	EDURAL BACKGROUND	5
13	IV.	FACT	UAL BACKGROUND	6
14		A.	Alameda Health System Oversees John George Psychiatric Hospital, Which Is Limited To Treatment Of Patients In Mental Health Crisis	6
15 16		B.	Psychiatric Treatment For Individuals With Mental Health Disabilities At John George Psychiatric Hospital Is Provided According To Statutory Mandates	7
17		C.	DRC Asks This Court For Equitable Relief Against AHS Which Only The County Can Provide	8
18 19		D.	Alameda County And Alameda County Behavioral Health Care Services Administer Mental Health Care Services For Alameda County Residents	9
20	V.	LEGA	L STANDARD	9
21	VI.	ARGU	JMENT	10
22		A.	DRC Lacks Article III Standing Because There Is No Case Or Controversy As To Defendant AHS	10
2324			1. As pled, the issues before this Court are not fit for adjudication because AHS does not detain patients, nor does it have the means to provide community-based programming.	11
2526			a. AHS does not arrest, detain, take into custody, nor institutionalize patients	
27 28			b. AHS does not place, provide, nor fund community-based services	13
			-j- Case No. 20-cv-0525	6 JCS

1			2.	DRC does not suffer direct hardship if its claims as to AHS are not heard in federal court	
2 3		В.	That A	acks Article III Associational Standing Because DRC ny DRC Constituent In His Or Her Own Right Can Cl	aim A Risk Of
4			Unjust	Institutionalization Resulting From Any Conduct By	AHS15
5		C.	DRC's Relief	Fails To State A Claim of Disability Discrimination UCan Be Granted	Jpon Which17
6			1.	DRC has not alleged facts to make a regular disability accommodation claim under the ADA or Rehabilitation	
7				limits itself to an <i>Olmstead</i> integration claim.	
8			2.	Because courts interpret the ADA and Rehabilitation integration requirement in an identical manner, DRC'	
9				state a claim under the ADA necessarily results in a facility under the Rehabilitation Act, and the derivative	ilure to state a
10				state law also fails.	
11			3.	DRC fails to state that AHS's statutorily mandated pa not in accordance with the prescriptions of the ADA a	
12				Rehabilitation Act.	
13		D.		Allegations Of Racial Disparities In Treatment, And Of Infection Are Immaterial And Impertinent, And Mus	
14	VII.	CONC		N	
15	V 11.	CONC	LUSIU	19	22
16					
17					
18					
19					
20					
21					
22					
23					
24					
25					
26					
27					
28					
				-ii-	Case No. 20-cv-05256 JCS

TABLE OF AUTHORITIES

2	Page(s)
3	Cases
4 5	Abbott Laboratories v. Gardner, 387 U. S. 136, 87 S.Ct. 1507, 18 L. Ed. 2d 681 (1967)11
6 7	Arbaugh v. Y&H Corp., 546 U.S. 500, 126 S. Ct. 1235, 163 L. Ed. 2d 1097 (2006)9
8	Ashcroft v. Iqbal, 556 U.S. 662 (2009)10
9	Babu, et al. v. County of Alameda, et al., Case No. 5:18-cv-07677-NC
11	Balistreri v. Pacifica Police Dept., 901 F.2d 696 (9th Cir. 1990)10
12 13	Bassilios v. City of Torrance, 166 F.Supp.3d 1061 (C.D. Cal. 2015)
14 15	Bell Atlantic Corp. v. Twombly, 500 U.S. 554 (2007)10
16	Black v. Dep't of Mental Health, 83 Cal. App. 4th 739, 100 Cal. Rptr. 2d 39 (2000)
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19 20	Gonzalez, et al. v. Ahern, et al., Case No. 19-cv-07423-JSC
21	Hunt v. Washington State Apple Advert. Comm'n, 432 U.S. 333, 97 S. Ct. 2434, 53 L. Ed. 2d 383 (1977)
22 23	Johnson v. DTBA, LLC, 424 F. Supp. 3d 657 (N.D. Cal. 2019)
24	Lee v. City of Los Angeles, 250 F.3d 668 (9th Cir. 2001)
26	Lujan v. Defenders of Wildlife, 504 U.S. 555, 112 S.Ct. 2130, 119 L.Ed.2d 351 (1992)15, 16
27 28	Mack v. South Bay Beer Distrib., 798 F.2d 1279 (9th Cir.1986)
	-iii- Case No. 20-cv-05256 JCS DEET ALAMEDA HEALTH SYSTEM'S NOTICE OF MOTION AND MOTION TO DISMISS BLAINTIES'S

1	McInnis-Misenor v. Maine Med. Ctr., 319 F.3d 63 (1st Cir. 2003)
2 3	Ohio Forestry Assn. v. Sierra Club, 523 U.S. 726, 118 S. Ct. 1665, 140 L. Ed. 2d 921 (1998)11
4	Olmstead v. L.C. ex. rel. Zimring,
5	527 U.S. 581, 119 S.Ct. 2176, 144 L.Ed.2d 540 (1999)
6 7	Oregon Advocacy Ctr. v. Mink, 322 F.3d 1101 (9th Cir. 2003)
8	Prescott v. Rady Children's HospSan Diego, 265 F. Supp. 3d 1090 (S.D. Cal. 2017)17
9 10	Rodriguez v. City of New York, 197 F.3d 611 (2d Cir. 1999)21
11	Sidney-Vinstein v. A.H. Robins Co., 697 F.2d 880 (9th Cir. 1983)21
12 13	Spokeo, Inc. v. Robins, 136 S. Ct. 1540, 194 L. Ed. 2d 635 (2016)
14 15	Townsend v. Quasim, 328 F.3d 511 (9th Cir. 2003)
16	Statutes
17	29 U.S.C. § 794(a)17
18	42 U.S.C. § 12131, et seq
19	Cal. Code Regs., tit. 9, § 1810.205
20	Cal. Code Regs., tit. 9, § 1810.22614
21	Cal. Code Regs. tit. 9, § 1810.2289
22	Cal. Code Regs., tit. 9, § 1810.30514
23	Cal. Code Regs., tit. 9, § 1810.40514
24	Cal. Code Regs., tit. 9, § 1810.405(a)
2526	Cal. Code Regs. tit. 9, § 1820.2199
27	Cal. Code Regs. tit. 9, § 1820.2209
28	Cal. Gov't Code § 11135
	-iv- Case No. 20-cv-05256 JCS

1	Cal. Gov't Code § 11139
2	Cal. Health & Safety Code § 1018506
3	Cal. Health & Safety Code § 101850(ak)
4	Cal. Health & Safety Code § 101850(j)
5	Cal. Welf. & Inst. Code § 5150
6	Cal. Welf. & Inst. Code § 5150(g)-(i)
7	Cal. Welf. & Inst. Code § 5152
8	Cal. Welf. & Inst. Code § 5152(a)
10	Cal. Welf. & Inst. Code § 5250
11	Cal. Welf. & Inst. Code § 5254
12	Cal. Welf. & Inst. Code § 5254.1
13	Cal. Welf. & Inst. Code § 5254.2
14	Cal. Welf. & Inst. Code § 107209
15	Cal. Welf. & Inst. Code § 14000, et seq
16	Cal. Welf. & Inst. Code § 146809
17	Cal. Welf. & Inst. Code § 14682.1
18	Cal. Welf. & Inst. Code § 14684
19	Cal. Welf. & Inst. Code § 14684(a)(3)9
20	Cal. Welf. & Inst. Code § 14714
21	Cal. Welf. & Inst. Code § 14718
22 23	Cal. Welf. & Inst. Code § 14726
24	Other Authorities
25	22 C.C.R. § 50000, et seq9
26	28 C.F.R. § 35.130(b)(7)(i)
27	28 C.F.R. § 35.310(d)
28	28 C.F.R. § 41.53
	-v- Case No. 20-cv-05256 JCS

1	Fed. R. Civ. P. 12(b)(1)	3, 4, 9, 10
2	Fed. R. Civ. P. 12(b)(6)	passim
3	Fed. R. Civ. P. 12(f)	4, 21
45	Jonathan Sherin and Darrell Steinberg, <i>Op-Ed: Mentally need of treatment often don't get it because of an an</i> Times (Aug. 20, 2020)	tiquated law, Los Angeles
6	U.S. Const. art. III, § 2	10, 16
7 8		
9		
10		
11		
12		
13		
14		
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16		
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18		
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22		
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28	-vi-	Case No. 20-cv-05256 JCS

NOTICE OF MOTION AND MOTION TO DISMISS

TO PLAINTIFF AND ITS COUNSEL OF RECORD:

PLEASE TAKE NOTICE THAT on November 20, 2020, at 9:30 a.m., or as soon thereafter as counsel may be heard, in the courtroom of the Honorable Joseph C. Spero, located in the United States Courthouse, Courtroom F, 15th Floor, 450 Golden Gate Avenue, San Francisco, CA 94102, Defendant ALAMEDA HEALTH SYSTEM ("AHS") will and hereby does move this Court to dismiss all causes of action against it in Plaintiff Disability Rights California's ("Plaintiff" or "DRC") Complaint for Damages ("the Complaint").

This Motion is made upon the following grounds:

Under Federal Rule of Civil Procedure, Rule 12(b)(1), this Court lacks subject matter jurisdiction because there is no case or controversy as to Defendant AHS. By its enabling legislation, AHS stands separate from the County of Alameda ("the County"). AHS consists of five hospitals, four wellness centers, and over 800 beds. Its psychiatric hospital, which is the subject of DRC's allegations against it, is John George Psychiatric Hospital ("John George" or "the hospital"). Unsurprisingly, as a hospital, AHS does not arrest persons, nor seek to involuntarily bring patients to John George. Moreover, it is not AHS that has the power or resources to oversee patients in community-based programing, nor does it fund such programming. This is up to the County. Thus, DRC lacks Article III standing against AHS, as DRC constituents cannot suffer a risk of unjustified institutionalization caused by AHS. Nor, can the Court order a hospital like AHS to create community-based programming.

Further, DRC lacks statutory standing to pursue its federal claims as the relief that DRC seeks – community-based treatment of mental health conditions – is provided by the County. As pled, there is no available equitable relief against AHS. Until the County makes community-based treatment readily available, equitable relief that requires that AHS coordinate with the County on programming that does not yet exist is premature.

Under Rule 12(b)(6), DRC fails to state a valid claim upon which relief can be granted. Piecing together a cause of action, DRC blends its allegations as to the County's detention, administration and funding of community-based programming with AHS's limited function in

-1- Case No. 20-cv-05256 JCS

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1	administering the hospital. But, in doing so, DRC has failed to plead with sufficient particularity		
2	any causal connection between AHS's conduct and any alleged risk of unjustified		
3	institutionalization. Thus, on its face, the Complaint falls short of the pleading standard sufficient		
4	to state a claim against AHS.		
5	Under Rule 12(f), allegations in the Complaint referencing racial disparities in patient care		
6	and risk of COVID-19 infection should be stricken as redundant, impertinent, and immaterial.		
7	These allegations are superfluous, inflammatory, and distract from the central issues of this case.		
8	This is neither an inadequate medical care case more common in prison litigation, nor is it a case		
9	based on racial inequities. DRC is no better off having pled these facts, than had it chosen a more		
10	focused approach to litigate this case for efficient resolution. Accordingly, this Court should grant		
11	AHS's motion to strike these allegations.		
12	This Motion is based on this Notice of Motion, the attached Memorandum of Points and		
13	Authorities, and Request for Judicial Notice filed concurrently herewith, all of the pleadings, files,		
14	and records in this proceeding, all other matters of which the Court may take judicial notice, and		
15	any argument or evidence that may be presented to or considered by the Court prior to its ruling.		
16	DATED: October 13, 2020 HANSON BRIDGETT LLP		
17			
18	By: /s/ Gymmel M. Trembly		
19	KURT A. FRANKLIN		
20	GYMMEL M. TREMBLY Attorneys for Defendant		
21	ALAMEDA HEALTH SYSTEM		
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	-2- Case No. 20-cv-05256 JCS		

MEMORANDUM OF POINTS AND AUTHORITIES

I. INTRODUCTION

Plaintiff Disability Rights California ("DRC" or "Plaintiff") has framed its complaint as an *Olmstead*-based claim of disability discrimination resulting from the alleged segregation of persons with mental health disabilities in psychiatric facilities and risk of continued unjustified institutionalization. Importantly, this case is not a case of discrimination in public accommodations against persons with disabilities. It is also not a case of lack of medical care brought typically in prison litigation. Instead, DRC blames AHS – a hospital – for its alleged failure to coordinate and refer patients to County services that do not yet exist.

For the following reasons, each of the DRC's claims fail at the pleading stage and this Court should grant AHS's motion to dismiss under Federal Rule of Civil Procedure, Rule 12(b)(1) and Rule 12(b)(6):

First, this Court lacks subject matter jurisdiction and should dismiss this action under Rule 12(b)(1) because there is no case or controversy for the Court to decide. DRC asks this Court to adjudicate a cause of action based on a future risk of harm that may be created by AHS and may never materialize, as patients are discharged from the hospital when it is safe to do so given the hospital's medical assessment of the individual.

But by its enabling statute, AHS has a strictly limited function – the management of five hospitals and four wellness centers in Alameda County, including John George Psychiatric Hospital. At John George, a patient either voluntarily seeks psychiatric care, or he or she is brought to the hospital by the County after having made a determination with probable cause that the patient is a danger to himself or herself, or others, or is gravely disabled. AHS does not arrest, detain, nor place individuals in unjustified segregated facilities. Neither does AHS fund community-based programs or regulate the quality of care provided by those community-based programs. Those functions are the job of the County. Because AHS does not perform these functions, any alleged risk of future harm cannot be attributed to AHS. Moreover, no hardship results to DRC if its claims as to Defendant AHS are not heard in federal court because DRC can obtain the remedy is seeks from the County.

3- Case No. 20-cv-05256 JCS

Second, this Court should also dismiss DRC's complaint under Rule 12(b)(1) because DRC lacks associational standing to bring this action. No DRC constituent can allege a risk of future harm that can be traced to any alleged unlawful conduct by AHS. And, DRC's sought after relief requiring Defendant AHS to refer DRC constituents to services under the County's operation and control – when it also claims that the County does not yet provide sufficient community-based programming – is premature.

Third, DRC has failed to state a claim upon which relief can be granted and this Court should dismiss the Complaint under Rule 12(b)(6). On its face, DRC's Complaint conflates the County's alleged failures in providing, administering and funding for community-based care for DRC constituents, with AHS's statutory mandate to provide individualized emergency psychiatric care at John George. In short, DRC blames AHS for the County's funding-based inabilities to make community-based programs available and seeks to remedy that failure by requiring AHS to discharge patients to non-existent community-based services.

Fourth, DRC has failed to state a claim that any DRC constituent face risk of institutionalization based AHS's alleged unlawful conduct. Indeed, DRC's allegation that DRC's exemplars face a risk of unjustified institutionalization results from the County's failure to provide community-based programming; not from AHS's hospital administrative procedures. DRC's claim that AHS's practices present a risk of harm to DRC constituents of unjustified institutionalization are conclusory and based on speculation and surmise given the current status of community-based programming.

Finally, this Court should also grant Defendant AHS's motion to strike under Rule 12(f) as to DRC's allegations of racial disparities in patient care and risk of COVID-19 infection should be stricken as redundant, impertinent, and immaterial. These allegations are superfluous, inflammatory, and unnecessary to establish a cause of action under the statutory framework of Title II of the ADA, the Rehabilitation Act, and State public accommodation law, and serve only to distract from the central issues of this case. Accordingly, this Court should grant AHS's motion to strike these allegations.

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Case No. 20-cv-05256 JCS

II. **ISSUES PRESENTED**

2 3 Does This Court Lack Subject Matter Jurisdiction To Hear DRC's Claims Against A Hospital When DRC's Concern Is Based On County-Provided Community-Based **Programming That Does Not Yet Exist?**

4 5 An Article III court has subject matter jurisdiction to hear a case when there is a case or controversy for it to adjudicate. On one hand, a case is ripe where the questions are purely legal ones; on the other hand, a case is unripe if a threatened injury is contingent on several events which may or may not happen.

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Given that the County detains persons with mental health disabilities for involuntary psychiatric treatment and is responsible for providing communitybased care to such persons, and the hospital, which only provides emergency psychiatric mental health care to patients to keep them from harming themselves or others, does not have the means to provide community-based programing, does this Court have jurisdiction to hear claims against the hospital when DRC's relief is based on County-provided community-based programming?

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B. Can An Olmstead-Based Discrimination Claim Under Title II Of The Americans With Disabilities Act, Section 504 Of The Rehabilitation Act, And Government Code Section 11135, Be Raised Against A Hospital That Provides Emergency Psychiatric Care And Has No Means To Provide Community-Based Programming?

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Both Title II of the Americans with Disabilities Act ("ADA") and Section 504 of the Rehabilitation Act ("Rehabilitation Act") forbid public entities from discriminating against qualified individuals because of his or her disability. Under both federal laws, discrimination results when a public entity fails to provide services, programs, or activities in the most integrated setting appropriate to the needs of the individual. Further, California law codifies the proscriptions against discrimination in Government Code section 11135 such that a violation of ADA results in a violation of Section 11135.

Because DRC has pled that (a) the County is responsible for providing,

section 11135 based on the hospital's claimed failure to refer patients to

administering, and funding community-based programming for persons with mental health disabilities, and (b) the County has not created enough community-

based programming to satisfy the needs of its residents, as to AHS (the hospital) does the Complaint state a claim of disability discrimination under Title II of the ADA, Section 504 of the Rehabilitation Act, and California Government Code

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III. PROCEDURAL BACKGROUND

community-based programming that does not yet exist?

Plaintiff, disability advocacy association DRC, has filed this Olmstead-based action claiming the County and AHS discriminate against persons with mental health disabilities. This case follows recent litigation brought against the County challenging prison conditions and medical care provided to prisoners in County jails; Gonzalez, et al. v. Ahern, et al. and Babu, et

Case No. 20-cv-05256 JCS

DEFT. ALAMEDA HEALTH SYSTEM'S NOTICE OF MOTION AND MOTION TO DISMISS PLAINTIFF'S COMPLAINT AND MOTION TO STRIKE; MEMORANDUM OF POINTS AND AUTHORITIES IN SUPPORT al. v. County of Alameda, et al. DRC sought to relate this case to the Babu class action, which was filed in December 2018. The Babu case raises constitutional challenges to the use of isolation, mental health care provided to prisoners and alleged unlawful segregation of prisoners with mental health needs at Santa Rita and Glenn Dyer county jails. Babu also claims Olmstead-based allegations concerning prisoners with psychiatric disabilities based on the County's alleged use of punishment of prisoners because of their mental health disabilities, inadequate suicide prevention, inadequate staffing, and inadequate discharge planning among other claims. The Gonzalez class action filed against the County challenges the general facility conditions and services. Both actions include allegations that the County failed to adequately prevent individuals from becoming infected with COVID-19. The Babu court correctly rejected DRC's motion to relate the cases.

The *Babu* Plaintiffs also ask the Court to grant an equitable remedy from the County requiring that it cease discriminating against prisoners with psychiatric disabilities by housing such inmates in the most integrated setting appropriate to their individual needs. Thus, the County's obligations (if any) to provide mental health programs to DRC "constituents" is already being litigated. Wrongly, DRC's lawsuit brought by lawyers and an organization that is friendly to *Babu* is an effort to sweep AHS into litigation which it does not belong.

IV. FACTUAL BACKGROUND

A. Alameda Health System Oversees John George Psychiatric Hospital, Which Is Limited To Treatment Of Patients In Mental Health Crisis

AHS is an independent hospital authority dedicated to the management, administration, and control of five hospitals and four wellness centers – including John George Psychiatric Hospital.⁵ At John George, patients, including the medically indigent, receive emergency or

Case No. 20-cv-05256 JCS

¹ Gonzalez, et al. v. Ahern, et al., Case No. 19-cv-07423-JSC; Babu, et al. v. County of Alameda, et al., Case No. 5:18-cv-07677-NC.

² Babu, First Am. Compl., ¶ 6.

 $^{^{3}}$ Id. ¶¶ 163-164; Gonzalez Second Am. Compl., ¶¶ 172-188.

⁴ Babu Dkt. No. 193.
⁵ Cal. Health & Safety Code § 101850.

inpatient psychiatric treatment.⁶

AHS is an entity separate and distinct from the County.⁷ And, its relationship with the County is purely contractual.⁸ AHS and the County are parties to a Master Contract ("Master Contract"). Under the terms of this agreement, the County purchases certain medical and health services from AHS.⁹ However, the County retains the sole ability to terminate the activities of AHS and can expire AHS as an entity.¹⁰

B. Psychiatric Treatment For Individuals With Mental Health Disabilities At John George Psychiatric Hospital Is Provided According To Statutory Mandates

County residents, including Medi-Cal beneficiaries, may receive mental health services at John George. By statute, individuals are admitted to the John George for emergency services when, due to a mental health disorder, he or she is a danger to himself or herself, or others, or is gravely disabled as a result of the mental health disorder. An individual may seek voluntary psychiatric care at John George. Alternatively, by law enforcement, the courts, or other County action, a patient may be involuntarily brought to the hospital for acute, intensive mental health treatment for up to 72 hours, upon a showing of probable cause. 12

To ensure the hospital can deliver high quality care, in some circumstances the hospital census may be adjusted and emergency departments seeking to transfer patients to the hospital may be delayed. The hospital's census management includes an assessment of available physical space in the emergency unit, staffing levels and whether adding additional staff to ensure quality care is not possible due to staff unavailability, the availability of one-to-one staffing, the number of patients waiting for an evaluation by a physician, and the number of patients with a confirmed and available disposition. If the hospital determines that conditions in the emergency unit exceeds

- Case No. 20-cv-05256 JCS

⁶ Master Contract Between County of Alameda and Alameda County Medical Center, executed June 23, 1998 as amended November 28, 2000, a true and correct copy attached as Ex. A to Def.'s Req. for Judicial Notice (hereinafter, "Ex. A") § 1.11.

⁷ Cal. Health & Safety Code § 101850(j).

^{26 | 8} *Id.* §§ (k)-(1).

Ex. A § 3.2.

 $^{27 \}parallel 10 \text{ Id.} \S 6.5$; Cal. Health & Safety Code § 101850(ak).

¹¹ Cal. Welf. & Inst. Code §§ 5150; 5150.05.

Id. §§ 5150; 5151.

its ability to deliver high quality mental health services, area emergency departments seeking to transfer patients to John George will be delayed. However, patients arriving at John George by way of ambulances, walk-in patients seeking emergency care, and patients brought to the hospital by law enforcement will continue to be admitted.

Once at John George, the hospital may admit the patient only after having determined that the individual is in need of emergency services and cannot be properly served without admission.¹³ The patient is informed that he or she may request to be evaluated or treated at a facility of his or her choice, and may request to be evaluated or treated by a mental health professional of his or her choice.¹⁴ The hospital honors the patient's choice when possible.

Following the 72-hour admission period, the patient may continue inpatient treatment on a voluntary basis. For some patients, continued involuntary intensive treatment may be necessary.¹⁵ A person may be committed for an additional 14–day period for intensive treatment.¹⁶ However, such detentions can be terminated before the expiration of the commitment period, and he or she has the right to have a judicial determination of whether there is probable cause for the commitment.¹⁷ Further, the person being certified also has the right to counsel and the right to bring a writ of habeas corpus.¹⁸

C. DRC Asks This Court For Equitable Relief Against AHS Which Only The County Can Provide

DRC seeks to require that AHS take immediate action to: (1) cease the unnecessary institutionalization of DRC constituents; (2) provide intensive community-based mental health services; and, (3) ensure that these community-based services are provided in a manner that is culturally congruent.¹⁹ In this lawsuit, DRC has wrongly reinvented the bounds of AHS's function in disregard of the law and public contracts that limits the hospital's function. As

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13 See id.
14 Id. § 5150(g)-(i).
15 Id. § 5250.
16 Id.
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Case No. 20-cv-05256 JCS

^{27 | 17} See id. §§ 5254, 5254.2.

¹⁹ Compl. at 39, ¶ 3.

discussed below, only the County, not AHS, can provide DRC the equitable relief it seeks.

D. Alameda County And Alameda County Behavioral Health Care Services Administer Mental Health Care Services For Alameda County Residents

California participates in Medicaid through the Medi-Cal Program and has designated the Department of Health Care Services as the entity responsible for its administration.²⁰ The Department implements and administers mental health care for Medi-Cal eligible residents of the State through Mental Health Plans ("MHP").²¹ The MHP in each county is responsible for setting appropriate standards relating to the quality, access, and coordination of services within a managed system of care, and opportunities for Medi-Cal providers to provide services, as long as the provider meets MHP standards.²² Medi-Cal beneficiaries receive mental health care services through the County MHP, including, inpatient hospitalizations services and psychiatric health facility services.²³

The County provides mental health services independently and in conjunction with mental health and substance abuse programs, and community hospitals and health centers.²⁴ Alameda County Behavioral Health Care Services ("ACBHCS"), a County entity, is the MHP in Alameda County. Accordingly, the County – not AHS – is responsible for arranging, and paying for specialty mental health services for beneficiaries.²⁵

V. LEGAL STANDARD

The Court must dismiss a case when it lacks subject matter jurisdiction or when the plaintiff fails to state a claim upon which relief can be granted.²⁶ Federal Rule of Civil Procedure 12(b)(1) requires dismissal for failure to state grounds for federal subject matter jurisdiction.²⁷

9- Case No. 20-cv-05256 JCS

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²⁰ See Cal. Welf. & Inst. Code §§ 10720, 14000, et seq.; 22 C.C.R. § 50000, et seq.

²³ Cal. Welf. & Inst. Code §§ 14682.1, 14726, 14714.

^{24 | 23} See Cal. Code Regs. tít. 9, § 1810.205; see, § 1820.219; see also, § 1820.220. 24 Ex. A § 1.5.

²⁵ Alameda County Behavioral Health Policy & Procedure: Authorization of Specialty Mental Health Services, 200-2, attached as Ex. I to Def.'s Req. for Judicial Notice; *see also*, Cal. Code Regs. tit. 9, § 1810.228.

²⁶ Fed. R. Civ. P. 12(b)(1), 12(b)(6). ²⁷ Arbaugh v. Y&H Corp., 546 U.S. 500, 506, 126 S. Ct. 1235, 1240, 163 L. Ed. 2d 1097 (2006) ("Whenever it appears by suggestion of the parties or otherwise that the court lacks jurisdiction of the subject matter, the court shall dismiss the action.").

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²⁸ Balistreri v. Pacifica Police Dept., 901 F.2d 696, 699 (9th Cir. 1990).

²⁹ Bell Atlantic Corp. v. Twombly, 500 U.S. 554, 570 (2007).

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A complaint should be dismissed for failure to state a claim under Rule 12(b)(6) when there is a lack of a cognizable legal theory or the absence of sufficient facts alleged under a cognizable legal theory.²⁸ A complaint must state "enough facts to state a claim to relief that is plausible on its face."29

In ruling on a motion to dismiss under Rule 12(b)(6), the court generally considers only the pleadings, and accepts as true the allegations contained in the complaint.³⁰ However, the court does not accept as true "[t]hreadbare recitals of the elements of a cause of action, supported by mere conclusory statements."31 Also, the court may take judicial notice of documents in the public record. 32

VI. **ARGUMENT**

DRC Lacks Article III Standing Because There Is No Case Or Controversy As To **Defendant AHS**

DRC lacks standing to pursue its claims against Defendant AHS. A complaint is properly dismissed for lack of subject matter jurisdiction under Rule 12(b)(1) when the court lacks constitutional authority to adjudicate the dispute.³³

More specifically, Article III courts are confined to adjudicating actual "cases" and "controversies," in other words, the case must be ripe for adjudication.³⁴ The party invoking federal jurisdiction bears the burden to establish standing, i.e., carries the burden to allege sufficient facts to establish that the case is ripe for adjudication based on the following: (1) fitness of the issues for judicial decision, and (2) hardship to the parties resulting from withholding court

Case No. 20-cv-05256 JCS

³⁰ Ashcroft v. Iqbal, 556 U.S. 662, 678 (2009).

³² Lee v. City of Los Angeles, 250 F.3d 668, 688 (9th Cir. 2001) (citing Mack v. South Bay Beer Distrib., 798 F.2d 1279, 1282 (9th Cir.1986)) (on a motion to dismiss, a court may take judicial notice on matters of public record); Johnson v. DTBA, LLC, 424 F. Supp. 3d 657, 662 (N.D. Cal. 2019) (taking judicial notice of public records maintained on government websites). ³³ See Fed. R. Civ. P. 12(b)(1).

³⁴ U.S. Const. art. III, § 2; *Spokeo, Inc. v. Robins*, 136 S. Ct. 1540, 1547, 194 L. Ed. 2d 635 (2016), as revised (May 24, 2016) (The irreducible constitutional minimum of Article III standing consists of three elements, as the plaintiff must have: (1) suffered an injury in fact, (2) that is fairly traceable to the challenged conduct of the defendant, and (3) that is likely to be redressed by a favorable judicial decision).

consideration.³⁵ On one hand, a case may be ripe where the questions are purely legal ones; on the 1 other hand, a case is unripe if a threatened injury is contingent on several events which may or 2 may not happen.³⁶ 3 "Federal courts cannot—and should not—spend their scarce resources on what 4 amounts to shadow boxing. Thus, if a plaintiff's claim, though predominantly legal in character, depends on future events that may never come to pass, or that may not 5 occur in the form forecasted, then the claim is unripe."³⁷ 6 7 Here, DRC's prayer for relief seeks to have the Court declare AHS's actions unlawful. 8 Beyond this declaratory relief, its demand is solely equitable in nature. But as to AHS, DRC's 9 Complaint is premature because it asks the Court for remedies that are entirely dependent on the 10 County creating community-based mental health services and remedies that are beyond AHS's reach.38 11 12 1. As pled, the issues before this Court are not fit for adjudication because AHS does not detain patients, nor does it have the means to provide community-13 based programming. 14 DRC's Complaint asserts that individuals with mental health disabilities will be exposed to 15 risk of unjustified institutionalization by Defendant AHS unless it immediately "(a) [c]ease[s] the 16 unnecessary institutionalization of DRC constituents; (b) [p]rovide[s] intensive community-based 17 services to prevent unnecessary institutionalization; and (c) [e]nsure[s] that these intensive services are provided in a manner that is culturally congruent and responsive."³⁹ But as to AHS, 18 19 the Complaint states a threatened injury that may never come to pass since DRC's concern is 20 ³⁵ *McInnis-Misenor v. Maine Med. Ctr.*, 319 F.3d 63, 73 (1st Cir. 2003). 21 ³⁶ See *Ohio Forestry Assn. v. Sierra Club*, 523 U.S. 726, 118 S. Ct. 1665, 140 L. Ed. 2d 921 (1998) (citing to Abbott Laboratories v. Gardner, 387 U. S. 136, 148-149, 87 S.Ct. 1507, 18 L. Ed. 2d 681 (1967); Ernst & Young v. Depositors Econ. Prot. Corp., 45 F.3d 530, 537 (1st Cir.1995) ("Even when the 'legal' emphasis of a particular claim is sufficient to mask gaps in the 23 factual record, a court will find ripeness lacking if the anticipated events and injury as simply too remote to justify contemporaneous adjudication"). ³⁷ Ernst & Young, 45 F.3d at 537 (1st Cir.1995). 24 ³⁸ DRC seeks declaratory judgment that would find "a. failing to provide DRC Constituents with 25 services in the most integrated setting and needlessly institutionalizing them in a psychiatric hospital or other institution or putting them at serious risk of such institutionalization; 26 b. discriminating against DRC Constituents on the basis of disability by utilizing methods of administration, adopting and applying policies, failing to make reasonable modifications to 27 programs and policies, and engaging in practices that result in unnecessary segregation and

institutionalization or subjecting them to risk of institutionalization." Compl. at $\overline{39}$, ¶ 1.

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 39 Compl. at 39, ¶ 3.

Case No. 20-cv-05256 JCS

based on County-provided community-based programming.

a. AHS does not arrest, detain, take into custody, nor institutionalize patients.

AHS treats patients, it does not and cannot institutionalize them. It does not arrest, detain, nor "take" into custody any patient. By legislative mandate and contract, its charge is limited. Persons are treated at John George on an involuntary basis only if they present a danger to themselves or others, or are gravely disabled. Patients are either brought to the hospital by the law enforcement, the County mobile crisis team, or designated County professional.

DRC's Complaint recognizes that it is the County that detains individuals for commitment – "[u]nder California commitment laws, a DRC Constituent can be detained for up to 72 hours based on a statement by certain County staff that they have reason to believe that the person, due to a mental health disability, is gravely disabled or a danger to themselves or others." And, "the County detains vast numbers of Constituents at John George." Thus, only the County detains, arrests, takes into custody, and institutionalizes patients – not AHS.

Further, only after patients are at the hospital are AHS's statutory obligations to administer appropriate mental health care services triggered. John George staff may admit a patient in severe psychiatric crisis based on their assessment.⁴² Once the patient is admitted to the hospital, as soon as possible, in light of staffing and other patient needs, a hospital professional evaluates and assesses the care appropriate for the needs of the individual.⁴³ For some patients, his or her emergency psychiatric condition may require that he or she is admitted to the hospital for up to 72 hours; for others, treatment may require up to 14 days of care.⁴⁴ In any case, to prevent inappropriate, indefinite commitments of patients, such treatment is implemented incrementally by statute and patients may be discharged before the expiration of their 72-hour or 14-day care.⁴⁵

There is no controversy as to Defendant AHS because by statute the hospital's function is

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<sup>40</sup> Compl. at 17, ¶ 72.
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Case No. 20-cv-05256 JCS

⁴¹ *Id.* at 17, ¶ 74.

⁴² Cal. Welf. & Inst. Code § 5150.

^{|| 43} *Id.* §§ 5150, 5152.

Id. §§ 5150, 5250.

⁴³ Id.

to treat and care for the mental health needs of patients, not to detain, arrest, take into custody, nor institutionalize patients. That later is a function of the County.

b. AHS does not place, provide, nor fund community-based services

AHS does not place patients in intensive community-based services; rather, its purpose is strictly to provide patients psychiatric care. Instead, it is the County that is responsible for the administration of community-based programming. Based upon appropriate medical recommendations, the hospital can discharge patients. Indeed, an individualized medical assessment prior to discharge is an essential part of the care provided to John George patients such that the Legislature codified specific procedural requirements that must be followed prior to release. For instance, if a dispute arises between the psychiatrist and other professional concerning whether to terminate the 72-hour treatment of a patient early, a psychiatrist must make the decision. Discharge occurs "only if, the psychiatrist directly responsible for the person's treatment believes, as a result of his or her personal observations, that the person no longer requires evaluation or treatment."

In contrast, for a patient who is not in crisis, the County through its MHP, ACBHCS, provides community-based programming and sets standards for quality of the care provided by these services. ACBHCS is responsible for ensuring that persons with mental health disabilities have access to specialty mental health care services. The Complaint states that Defendant ACBHCS is required to, and can provide the intensive community services constituents need to stop unnecessary institutionalization. Moreover, ACBHCS designate[s] which facilit[y] to use for evaluation and treatment of individuals. And, it is "responsible for providing mental health

13- Case No. 20-cv-05256 JCS

⁴⁶ Ex. A at § 1.7.

^{23 | 47} See Cal. Welf. & Inst. Code §§ 5150, 5250.

⁴⁸ *See id.* § 5152.

⁴⁹ *Id.* § 5152(a).

²⁵ See Cal. Welf. & Inst. Code §§ 14684, 14718; Compl. at 15, ¶ 66 ("ACBHCS is the agency responsible for implementing Alameda County's mental health system").

⁵¹ See Cal. Code Regs., tit. 9, § 1810.405(a).

⁵² Compl. at 25, ¶¶ 116-117 (noting the specific services that DRC constituents need to stop unnecessary institutionalization can be provided as an integrated part of the FSP model and ACBHCS is required to provide all of these services through Medi-Cal and Mental Health Services Act).

 $\int_{0.5}^{0.5} See id.$ at 17, ¶ 72.

treatment in County jail."54

Therefore, taking the facts of the Complaint as true, any risk of unnecessary institutionalization cannot be placed upon AHS because it is not responsible for placing, providing, nor funding community-based programs, nor dictating that the programs provide a service in a culturally congruent manner. Instead, the County does so by contracting with specific service providers to ensure that residents with mental health disabilities have services available to them, including emergency care, urgent care, and routine care that meets the individual's mental health needs.⁵⁵

AHS is simply a service provider.⁵⁶ AHS is an entity separate and apart from the County; it is not "governed by, nor [] subject to, the charter of the county and shall not be subject to policies or operational rules of the county, including, but not limited to, those relating to personnel and procurement."⁵⁷ The County, in seeking to fulfill its commitment to the medically indigent, special needs, and general population of its residents entered into an agreement with AHS to provide psychiatric hospital services to County residents.⁵⁸ And, under its Master Contract, the County retains the ability to terminate the activities of AHS and expire AHS as an entity.⁵⁹ Accordingly, only the County can provide the relief that DRC seeks. It is up to the County to fund community-based services, or cut them. Moreover, the County maintains a system to monitor compliance with its designated standard of care, and makes compliance required in order for a provider to receive funding for its services.

In contrast, AHS provides necessary, individualized treatment for emergency psychiatric conditions on an incremental basis and discharges patients based upon a medical assessment of the particular needs of the individual. Because AHS does not institutionalize patients and cannot provide community-based programs, nor can it dictate to these programs that they provide services

 $\frac{1}{25}$ $\frac{1}{54}$ Id at 3

Case No. 20-cy-05256 IC:

-14-

⁵⁴ *Id.* at 23, ¶ 107.

⁵⁵ See Cal. Code Regs., tit. 9, §§ 1810.205, 1810.226, 1810.305, 1810.405; Cal. Welf. & Inst. Code § 14714.

⁵⁶ See Compl. at 15, ¶ 66.

⁵⁷ Cal. Health & Safety Code § 101850(j).

⁵⁸ Ex. A § 1.11.

⁵⁹ Cal. Health & Safety Code § 181850(ak); Ex. A § 6.5.

⁶² Lujan v. Defenders of Wildlife, 504 U.S. 555, 560-61, 112 S.Ct. 2130, 119 L.Ed.2d 351 (1992).

⁻¹⁵⁻ Case No. 20-cv-05256 JCS

at each stage of the litigation.⁶³ To invoke jurisdiction a DRC constituent must (1) have suffered

an injury-in fact, (2) the injury must be traceable to the challenged conduct, and (3) a favorable

institutionalization cannot be placed upon AHS because it is not responsible for placing,

providing, nor funding community-based programs, nor dictating that the programs provide a

service in a culturally congruent manner. AHS provides necessary, individualized treatment for

emergency psychiatric treatment on an incremental basis and discharges patients based upon a

medical assessment of the particular needs of the individual. Because the County is responsible

County residents with mental health disabilities access to community-based programs, the remedy

As pled, DRC's prayer for relief leads to the result of forcing AHS to rely on the actions of

for detaining individuals, funding and administering a system of care that provides Alameda

another entity before it can be in compliance with the Act. Here, it is up to the County to add

additional community-based programming so that AHS will be able to refer patients to these

services. If required, for example, it would be up to the County to provide care for its homeless

is no way for AHS to control whether those programs will be the "most integrated setting" for

residents suffering from mental health disabilities.⁶⁵ And, even if such programs are created, there

individuals with disabilities. The County, not AHS, is responsible for the quality of each program

and to maintain a mechanism for monitoring the effectiveness of, and evaluating accessibility and

quality of, services available. 66 Thus, at this stage, until out-of-hospital remedies are available, as

to AHS, DRC's complaint is a hypothetical that is not ripe for judicial review. Therefore, DRC

As discussed above, taking the facts of the Complaint as true, any risk of unnecessary

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decision must redress the injury.⁶⁴

that DRC seeks can only be obtained from the County.

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See U.S. Const. art. III, § 2.

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27 28 Lujan, 504 U.S. at 560-61.

65 Compl. at 29, ¶ 125 ("Recent data show that there were approximately 300 permanent supported housing slots in Alameda County dedicated to people with serious mental health disabilities, even though the number of homeless adults with serious mental health disabilities in the County is estimated to exceed 2,500").

66 See Cal. Welf. & Inst. Code § 14684.

Case No. 20-cv-05256 JCS

does not presently have standing to bring its claim against AHS. ⁶⁷ 1 2 DRC's Fails To State A Claim of Disability Discrimination Upon Which Relief Can Be Granted 3 4 A complaint is properly dismissed per Rule 12(b)(6) if DRC "fail[s] to state a claim upon 5 which relief can be granted."68 6 1. DRC has not alleged facts to make a regular disability accommodation claim under the ADA or Rehabilitation Act and limits itself to an Olmstead 7 integration claim. 8 Framed as an Olmstead case, DRC's complaint is that AHS statutorily mandated 9 emergency psychiatric care of patients with mental health disabilities is unlawful under the ADA 10 and Rehabilitation Act, and the federal laws' respective implementing regulations. But DRC's allegations are insufficient to satisfy the elements of an *Olmstead* integration mandate claim. 11 12 Section 504 of the Rehabilitation Act of 1973 makes it unlawful for any program or 13 activity that receives federal funding to discriminate against an individual solely because of his or her disability.⁶⁹ Similarly, Title II of the ADA forbids public entities from denying qualified 14 15 persons with a disability the opportunity to participate or benefit from the public entity's services, 16 programs, or activities, or subjecting such persons to discrimination by reason of his or her disability. The Supreme Court determined in *Olmstead v. L.C. ex rel. Zimring*, that the 17 18 unjustified institutionalization of persons with disabilities is a form of discrimination under Title II 19 of the ADA.⁷¹ 20 This is not a case of discrimination in public accommodations under the ADA or the 21 Rehabilitation Act. DRC's complaint is devoid of facts supporting a claim that DRC or its 22 23 A finding that DRC's claims against AHS cannot be remedied by the equitable relief it seeks from the hospital, should also result in the dismissal of the state claim under Government Code 24 sections 11135 and 11139 under which the only remedy available is equitable relief. *Prescott v.* Rady Children's Hosp.-San Diego, 265 F. Supp. 3d 1090, 1102 (S.D. Cal. 2017) (finding in the 25 context of the Affordable Care Act, Plaintiff's failure to establish standing due to a failure to establish future harm or how an injunction would remedy the alleged discrimination, Plaintiff 26 cannot support a claim based on alleged discrimination under Government Code section 11135.) ⁶⁸ Fed. R. Civ. P. 12(b)(6). ⁶⁹ 29 U.S.C. § 794(a).
⁷⁰ 42 U.S.C. § 12131, et seq. 27 28 71 Olmstead v. L.C. ex. rel. Zimring, 527 U.S. 581, 119 S.Ct. 2176, 144 L.Ed.2d 540 (1999). Case No. 20-cv-05256 JCS

DEFT. ALAMEDA HEALTH SYSTEM'S NOTICE OF MOTION AND MOTION TO DISMISS PLAINTIFF'S

COMPLAINT AND MOTION TO STRIKE; MEMORANDUM OF POINTS AND AUTHORITIES IN SUPPORT

1	constituents were denied participation in or benefit from government service, programs, or			
2	activities because of his or her disability. Instead, DRC's Complaint is limited to an Olmstead			
3	claim of discrimination based on the alleged unjustified institutionalization of persons with			
4	disabilities by a psychiatric hospital. DRC "challenges Defendants' needless and illegal			
5	segregation of adults with serious mental health disabilities into Alameda County's psychiatric			
6	institutions" as a form of discrimination under <i>Olmstead</i> . ⁷²			
7	2. Because courts interpret the ADA and Rehabilitation Act's integration			
8	requirement in an identical manner, DRC's failure to state a claim under the ADA necessarily results in a failure to state a claim under the Rehabilitation			
9	Act, and the derivative claim under state law also fails.			
10	When viewed together, the ADA and the Rehabilitation Act impose identical integration			
11	obligations upon public entities. Moreover, both mandates are similarly qualified. A public en			
12	that is otherwise required to make a reasonable modification to avoid discrimination can avoid			
13	making such modifications when doing so would "fundamentally alter the nature of the service			
14	program or activity." ⁷³			
15	As a result, courts interpret the integration mandate under the ADA and Rehabilitation			
16	in an identical manner. ⁷⁴ Accordingly, should this Court find that DRC has failed to state a cla			
17	of discrimination under the ADA, it must find that the same is true under Section 504 of the			
18	Rehabilitation Act.			

Similarly, DRC's claim of discrimination under California law derives from the proscription against discrimination of persons with disabilities under the ADA.⁷⁵ Therefore, a finding that dismissal of the Complaint is warranted because DRC has failed to state a claim for

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A public entity

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⁷² Compl. at 1-4, ¶¶ 1-13; *see also*, Compl. at 12-15, ¶¶ 54-63.

⁷³ 28 C.F.R. § 35.130(b)(7)(i) (ADA) (requiring reasonable modifications unless fundamental alteration to the public entity's services, program, or activity results); 28 C.F.R. § 41.53 (Rehabilitation Act) (requiring reasonable accommodations, except if undue hardship on the operation of the public entity's program results).

Townsend v. Quasim, 328 F.3d 511, 518 (9th Cir. 2003); Black v. Dep't of Mental Health, 83

Cal. App. 4th 739, 749, 100 Cal. Rptr. 2d 39, 45 (2000).

75 Cal. Gov. Code § 11135; *Bassilios v. City of Torrance*, 166 F.Supp.3d 1061, 1084 (C.D. Cal. 2015) (finding Government Code section 11135 claim identical to a claim of discrimination under Section 504 of the Rehabilitation Act and coextensive with Title II of the ADA such that liability based on either the Rehabilitation Act or the ADA, results in liability under Section 11135).

Case No. 20-cv-05256 JCS

relief under federal law, must necessarily result in dismissal of DRC's state law claim.

3. DRC fails to state that AHS's statutorily mandated patient care is not in accordance with the prescriptions of the ADA and Rehabilitation Act.

DRC takes issue with AHS's allegedly deficient consultation and coordination with community providers, ACBHCS case managers, physicians, and others in connecting patients to the community-based programming they need – which it claims does not sufficiently yet exist. This, allegedly, results in unjustified institutionalization of persons with mental health disabilities – a form of unlawful discrimination under both the ADA and the Rehabilitation Act. As articulated below, how can AHS violate a statutorily mandated care of patients and patient discharge practices when DRC also alleges that the County does not provide programs for AHS to discharge patients?

DRC's theory is that AHS violated the integration mandate under the ADA and Rehabilitation Act. The ADA's implementing regulations requires that a public entity provide services to qualified individuals in the most integrated setting appropriate to the patient's needs. In *Olmstead*, the Court held that a violation of the integration mandate occurs when (1) treatment professionals have determined that community placement is appropriate, (2) the transfer from institutional care to a less restrictive setting is not opposed by the affected individual, and (3) the placement can be reasonably accommodated, taking into account the resources available to the State and the needs of others with mental disabilities.

DRC fails to state with sufficient particularity that Defendant AHS's conduct violates the integration mandate because community-based treatment placement is an obligation of the County – not AHS. Moreover, DRC does not plead a plausible claim that AHS's administration of the hospital had a discriminatory effect because there is no alleged unlawful conduct by AHS that results in AHS placing DRC constituents at risk of institutionalization.

By DRC's own pleading, AHS does not place patients into community-based

Case No. 20

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⁷⁶ Compl. at 32, ¶¶ 134-136.

 $[\]int_{0.07}^{77} Id.$ at 17, ¶ 71; id. at 31, ¶¶ 131-136.

⁷⁸ 28 C.F.Ř. § 35.310(d).

⁷⁹ *Olmstead*, 527 U.S. 581 at 607.

1 programming. Yet DRC conflates its allegations as to Defendant AHS with the County and 2 ACBHCS in an effort to manufacture a cause of action. DRC has alleged no facts, even as to its 3 four exemplars, that AHS is responsible for the risk of unjustified institutionalization of its constituents. 4 5 First, with regard to Ms. Ahmad, DRC states, "Defendants did not take steps to provide 6 Ms. Ahmad with community-based crisis services, even though Ms. Ahmad would have strongly preferred such care."80 But, again, AHS does not place, provide, nor fund community-based 7 8 programs. 9 Second, DRC alleges that Defendants failed to connect Mr. Walter with the communitybased mental health services he needed.⁸¹ Two paragraphs later, DRC states that the County 10 11 recently assisted him in re-connecting him with a community-based program and in securing housing. 82 Once, again, connecting Mr. Walter to the community-based programming he needed 12 13 is a job for the County. Third, DRC alleges that KG's mental health symptoms have been made worse by, among 14 other reasons, "poor discharge planning from psychiatric institutions such as John George."83 15 16 DRC claims that KG is homeless and lacks community services and "without access to the needed intensive community services, KG is at serious risk of further unnecessary institutionalization."84 17 18 Thus, as alleged, it is the County's inability to connect KG to community-based programming 19 results in the alleged risk of unjustified institutionalization to KG, not conduct by AHS. Fourth, MR was allegedly released from John George without a discharge plan. 85 20 21 However, DRC claims MR's lack of medical insurance and inability to access community-based mental health care services resulted in her subsequent treatment at John George. 86 Because the 22 23 hospital does not provide medical insurance, nor does it have the responsibility or means to

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<sup>80</sup> Compl. at 8, ¶ 33.
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0- Case No. 20-cv-05256 JCS

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 $[\]frac{81}{26} \frac{Id}{82} \frac{Id}{Id}$ at 9, ¶ 37.

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 $^{^{83}}_{04}$ Id. at 10, ¶ 42

^{27 | 84} *Id*

 $^{^{85}}_{96}$ *Id.* at 10, ¶ 46

o Id.

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provide community-based services, once again, DRC identifies a job for the County.

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⁹¹ Fed R. Civ. P. 12(f).

See id.

⁹² Sidney-Vinstein v. A.H. Robins Co., 697 F.2d 880, 885 (9th Cir. 1983).

the services a public entity actually provides).

treatment-because-of-antiquated-law.

Case No. 20-cv-05256 JCS

DEFT. ALAMEDA HEALTH SYSTEM'S NOTICE OF MOTION AND MOTION TO DISMISS PLAINTIFF'S

agencies provide persons with disabilities with the opportunity to remain out of institutions.⁸⁷ Indeed, the statute is not intended to prevent institutionalization. For some who are unable to handle or benefit from community setting, a hospital may be the best care option.⁸⁸ For others, even though a hospital setting may be the best option, they lack access. "Any person who has been homeless due to profound mental illness of years and will not accept shelter when offered is, by any commonsense definition, gravely disabled. Yet the protection intended by the [gravely disabled] standard is clearly not working. If it were, we wouldn't have thousands of homeless people living on the streets."89 To fully satisfy the mental health needs of County residents legislative action is required, not court intervention which risks second guessing the medical assessments of hospital medical professionals. 90 As pled, DRC cannot make an *Olmstead* claim against AHS and its claim must be

Moreover, the ADA's prohibition against discrimination does not require that public

dismissed.

DRC's Allegations Of Racial Disparities In Treatment, And COVID-19 Risk Of Infection Are Immaterial And Impertinent, And Must Be Stricken

Rule 12(f) of the Federal Rules of Civil Procedure provides that the "court may strike from a pleading an insufficient defense or any redundant, immaterial, impertinent, or scandalous matter."91 A Rule 12(f) motion serves to avoid spending time and money on "litigating spurious issues by dispensing with those issues before trial."⁹²

DRC raises several allegation concerning the disproportionate number of Black patients

⁸⁷ Rodriguez v. City of New York, 197 F.3d 611 (2d Cir. 1999) (finding that the Supreme Court's decision in Olmstead only requires adherence to the ADA's nondiscrimination requirement as to

treatment often don't get it because of an antiquated law, Los Angeles Times, (Aug. 20, 2020),

COMPLAINT AND MOTION TO STRIKE; MEMORANDUM OF POINTS AND AUTHORITIES IN SUPPORT

https://www.latimes.com/opinion/story/2020-08-20/op-ed-mentally-ill-people-often-dont-get-

1	treated at the hospital and increased risk of COVID-19 infection at the hospital. However, these
2	are immaterial to the Court's determination of liability on a discrimination action based in unjust
3	institutionalization. DRC's inclusion of such facts serve to detract from the issues before the
4	Court, and inflame and capitalize on the current political and social climate. Accordingly, this
5	Court should strike such allegations as immaterial and impertinent.
6	VII. CONCLUSION
7	DRC asks the Court to declare that AHS is in violation of public accommodation laws
8	under Olmstead for failing to coordinate the release of patients to community-based programming
9	that does not exist. Next, DRC asks the Court to order AHS to coordinate with the County on the
10	programming that the County controls and does not exist. While it may ask that the County
11	increase its programming, DRC cannot ask this Court to find that AHS is failing to release patients
12	to programs that do not exist. Requiring AHS to coordinate or refer patients to services not yet
13	available is premature. Moreover, this Court should not be placed in the position of second
14	guessing the medical assessments of medical professionals that would in essence cede hospital
15	operations to DRC and the Court.
16	For these reasons, Defendant AHS asks this Court to grant this motion to dismiss DRC's
17	complaint against AHS in its entirety.
18	DATED: October 13, 2020 HANSON BRIDGETT LLP
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20	By: /s/ Gymmel M. Trembly
21	KURT A. FRANKLIN GYMMEL M. TREMBLY
22	Attorneys for Defendant
23	ALAMEDA HEALTH SYSTEM
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Case No. 20-cv-05256 JCS